



SUPPLEMENT TO
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Abstract Proceedings of the Mysore Legislative Council.

The Council met in the Public Offices Buildings, Bangalore, on Tuesday the 18th and Wednesday the 19th July 1916, at 12 noon each day.

PRESENT.

SIR M. VISVESVARAYA, B.A., L.C.E., M.INST.C.E., K.C.L.E., Dewan (Presiding).

Ex-officio Members.

1. SIR SRI KANTIRAVA NARASIMHARAJA WADIYAR, BAHADUR, G.C.L.E.

Extraordinary Member of Council.

2. A. R. BANERJI, Esq., M.A., L.C.S., C.I.E.,

First Member of Council.

3. K. S. CHANDRASEKHARA AIYAR, Esq., B.A., B.L.,

Second Member of Council.

Additional Members.

Official.

1. RAJAMANTRAPRAVINA DEWAN BAHADUR J. S. CHAKRAVARTI Esq.,
M.A., F.R.A.S.
2. K. S. DORASWAMY IYER, Esq.
3. DEWAN BAHADUR C. SRIKANTESVARA AIYAR, Esq., B.A., B.L.
4. P. RAGHAVENDRA RAO, Esq., B.A., B.L.
5. RAO BAHADUR M. SHAMA RAO, Esq., M.A.

Official.

6. D. M. NARASINGA RAO, Esq., B.A., B.L.
7. C. S. DORASWAMI IYER, Esq., B.A., B.L.
8. C. S. BALASUNDARAM IYER, Esq., B.A.

Non-official.

1. RAJASABHABHUSHANA DEWAN BAHADUR K. P. PUTTANNA CHETTY, Esq.
2. M. CHENGIAH CHETTY, Esq., B.A.
3. H. NARASINGA RAO, Esq.
4. B. V. RAMASWAMI CHETTY, Esq., B.A.
5. NAWAB GULAM AHMAD KALANI, Esq.
6. M. BASAVA IYA, Esq., B.A., B.L.
7. B. NARASINGA RAO, Esq.
8. M. KARNICK KRISHNAMURTI RAO, Esq.
9. C. NARASIMHAIA, Esq., B.A., B.L.
10. B. K. GARUDACHAR, Esq.
11. M. VENKATAKRISHNAIA, Esq.
12. S. SEETHARAMAIA, Esq.

Non-official.

ABSENT.

11. B. VENKATASHAMANNA, Esq., B.A., B.L.

G. SREENIVASA IYER, Esq., B.A., M.L. (Secretary).

The Dewan.—The members are no doubt aware of the rules pertaining to the budget discussion. Each member may offer any observations on the budget provided that he will speak only once. He may not take up without the special permission of the President more than 15 minutes for his remarks.

Mr. M. Karnick Krishnamurti Rao.—**SIR,**—From the past two years' experience we find that 15 minutes' is scarcely sufficient. I would suggest that the limit may not be insisted on and that if the business cannot be finished to-day, the Council may be adjourned to to-morrow.

Dewan.—We are prepared to have another meeting to-morrow if it is absolutely necessary. But I hope we may be able to finish the business to-day. Fifteen minutes may be construed as the usual limit and if the member wants to take up more time he will be allowed to do so.

Mr. B. K. Garudachar.—**SIR,**—In the informal committee meeting of yesterday I had answers given to some of my questions on the budget figures, but I have still my own doubts about them. I have only a few observations to make and I shall not take up much of the time of the Council. My observations are:—

Land Revenue.

The cost of collecting the above revenue is estimated to be 19·061 per cent and this appears to be very excessive. In Punjab it is only 16·5 and in Bombay, which system we are following, it is only 17·4. The figures are:—

Bombay population	19½ millions:	area	1,23,000 square miles;	density	160.
Punjab	"	20	"	97,200	" " 200.
Mysore	"	5½	"	29,433	" " 187.

The relative density in the above provinces is about the same thing and the explanation furnished for the increased cost does not appear to me to be quite

appropriate. It is therefore a matter for the consideration of Government to see their way to reduce this cost.

Excise.

The substantial increase of revenue under this head during the last year has been accounted to the keener competition among the contractors as in the previous years. It is not clear how this can be going on year after year as there must be, I think, a margin of profit which will prevent the contractors from indulging in this unhappy competition. I believe therefore there must be other causes contributing to this increase of revenue.

While greatly appreciating the steps taken by the Government for checking consumption we can never stop from asking for larger concessions from the Government to limit facilities provided for drinking. It is absolutely essential that (1) local option should be given throughout the State and as a preliminary to this very desirable step it may be tried in some few centres; (2) shortening of the hours of sale, is another important measure for checking consumption and I would strongly press the adoption of these measures at a very early date.

The cost of collecting this revenue in Mysore is worked out to be 8.471. Here again the cost far exceeds that either in the Punjab or in Bombay, where it is 3.14 and 5.202 respectively. My remark under the head "Land Revenue" about the relative density of population in the provinces applies equally well here and the justification for this increase in cost should be found elsewhere.

Education.

During the past few years there has been a clamour for seats in the college classes and this year I find that difficulty is for the first time experienced by our students for seats in the school final classes even in the IV Form. It is not at all difficult for the Government to redress this grievance of the student population, for the addition of extra classes in existing institutions will not entail any heavy expenditure and the receipts under school fees will very often more than counter-balance the required expenditure. As a matter of fact this has been the case last year.

It is gratifying to note the increased provisions made under this head. Expansion and improvement of both higher and elementary education have been kept in view in providing for the estimates.

The provision under scholarships is latterly being exploited for the benefit of certain backward classes in the State. I have nothing to state against the policy of the State to encourage the so-called backward classes, but I would only like to see that this should not be by the withdrawing of the encouragement now given to the so-called forward section. Such a step will only be a retrograde one as it will surely result in that section coming to be styled the backward class in its turn.

Allowance to Secretariat Officers.

I would strongly urge that the provision in the budget for 1916-17 for granting local allowances to some of the Secretariat officers be struck out. It is an anomaly to find an officer in the Revenue Commissioner's office, for instance, working without an allowance while the same officer when transferred to the Secretariat is to draw an allowance in addition to his pay. *Per contra* when a Secretariat officer is transferred to the Revenue Commissioner's office he is deprived of his allowance. What justification there is to this state of affairs cannot be comprehended. This question was brought to the notice of the Government last year and there was no satisfactory answer. I expected to see some definite action taken in the course of the year removing this anomaly, but there has been nothing of the kind. I therefore beg to lay again my strong protest against the grant of these allowances. It is, I admit, a very small economy, but still a sound and general principle has to be adhered to.

Separation of Judicial and Executive Functions.

Nothing has been done by the Government towards bringing into practical politics this sorely needed reform in the Administration. The desirability of this measure is an acknowledged one and the Government are putting it off on the ground that the financial resources of the State would not admit of its introduction. Last year it was pointed out by me that this need not in any way deter them from making a move in this direction. It is very deplorable that Government do not see their way to find funds in the budget for this long felt measure.

The Economic Conference work has lately been engrossing the attention of all Amildar Magistrates and Deputy Commissioners with the consequence that the latter now propose the appointment of an Economic Inspector for each taluk. We have recently had District Economic Superintendents to relieve the Deputy Commissioners of a portion of their work in this connection and to help them through and now, to bring about more useful results, they ask for a man for each taluk to relieve the Amildars and to assist them in their work. This is not a very sound proposal. The Amildars should not be relieved of this most important work. They are the men who can do any good to the poor masses. I think the best interests of the State will be served if the opportunity is now taken to relieve the Amildars of their magisterial functions and leave them free to work wholeheartedly for the amelioration of the condition of the poor subjects in their trust by bringing about improvements in the village crafts and industries. By thus doing, both purposes will be served to the satisfaction of all parties.

Railways.

Last year when I expressed the fear that the staff provided for the direction, etc., of our open lines of railway and those under construction was disproportionate compared with that of the Railway Companies, I was told that this was necessary to save the waste that would otherwise lead to in several other ways. In the Mysore-Arsikere construction I am given to understand that the actuals under several heads have far exceeded the original estimates and one of the causes that has led to this has been that the contractors were given for the easy surface work the best or the average rates provided and that for the more difficult work they began to claim higher rates. If this is so it is a point for observation that our officers who were specially appointed to scrutinize, without losing sight of efficiency at the same time, should not have foreseen such simple matters. It is hoped that matters will be set right to the best interests of the State. The direction establishment for our few miles of railway is far in excess of that in the railways worked by the Companies and the matter therefore requires careful scrutiny on the part of the Government.

Provision is not made for the Bangalore-Hosur Railway. This line is in my opinion of first rate importance and no time should be lost in pushing through the formalities and constructing the line. It is desirable to make a provision in the current year's budget for this line.

Workshops.

The announcement made that the temporary workshop started in Bangalore for the erection of coaches for the B.C.L. Railway will be a permanent one for works connected with all our railways is very gratifying to learn and I am glad that for once Government have recognized the suitability of the location of a workshop in Bangalore.

Open line capital works.—Under this head a sum of Rs. 30,000 has been provided for extending the inward goods shed at Bangalore, but no provision has been made for extending or improving the outward goods shed. The latter is at present but an apology for a shed of only a few square feet and provides no sort of protection either from the elements or from the much complained of thefts. The outward sheds also require the early attention of the Government.

Bangalore City Improvement and Drainage.

The Government are aware that the provision made last year for the City Improvement entirely lapsed. Again this year only a similar provision has been made. The large scheme for the City Improvement recently approved by the

Government evidently appears to have been shelved and the reason for this cannot be comprehended. Out of the entire cost required for the improvement the Municipality agreed to bear a fair portion, viz., one-third, to be spread over a period of three years from the current year and it was very eagerly expected that Government would provide their quota for the year. But to the disappointment of all this has not been done. Even now it is not too late and I would request the Government to see their way to provide the necessary funds.

Last year it was represented by me that the large provision made for Tramways may be diverted for the drainage scheme for this City as it is acknowledged by one and all that this is a desideratum and no time should be lost to push it through. The provision was allowed to lapse and we are where we were before. This year again the budget before us gives us no hope of this scheme taking a practical shape and the day is yet far distant perhaps. I however take this opportunity to impress on the Government the desirability of this very useful work being taken up at once and for this end funds will have to be provided.

Public Works Department.

The percentage of establishment charges to the budgeted works for 1915-16 is given as 27 and yesterday when I pointed out to the Council that this was very high I was told that the direction charges for the Cauvery Reservoir Works had to be deducted from the total establishment. Let me now examine the figures in the light of the above explanation. Twenty-seven per cent is on the budgeted works. On the actuals after the usual lapses it will be nothing short of 1 per cent more, or say 28 per cent. The direction charges amount to 1,26,000 and deducting even 50 per cent of this for the Cauvery Reservoir Works the percentage will not get lower than 26. Only a couple of years ago our percentage under this head was only 16 and on the ground that this was very small when compared to that in our neighbouring Presidency (where it was about 23 per cent) the increase of the establishment was begun with the result that we have in such short duration overstepped our neighbour. Here again is a matter for Government investigation and scrutiny.

In conclusion, I beg to lay before the Council the desirability of a Budget Committee with some non-official members for the framing of the budget. We are asking for this concession for the past two years and I hope Government will grant us our prayer ere long.

Mr. M. Yenkatkrishnaiya.—SIR,—The total receipts of revenue estimated for the year 1916-17 is Rs. 2,86,22,000 or Rs. 1,37,000 more than the revised estimate for 1915-16 or nearly four lakhs more than the actuals for 1914-15. The main items contributing to this increase are Rs. 2,26,000 from the Cauvery Power Works, and one lakh of rupees under the Land Revenue and another lakh of rupees nearly under interests and the surplus revenues of the Bangalore Assigned Tract. The expenditure provided for is Rs. 2,85,94,000 or nearly 25 lakhs more than the revised estimate for 1915-16, leaving a surplus of Rs. 28,000 over the expenditure. We see that but for the increase under the Cauvery Power Works and the revenues from the Bangalore Assigned Tract, there would actually have resulted a large deficit under the arrangements. Even with this addition, it is hardly safe in a State like ours to have only Rs. 28,000 to provide for contingencies. These figures teach us to exercise the greatest care in regulating our establishment charges in every department. It is a well known fact that the cost of living has greatly increased of late and that there is a limit beyond which salaries of poor subordinates cannot be reduced if they are to make both ends meet. It may also be necessary to revise the scale of pay of some of the superior grades of service as has been done in almost all the departments of State; but I am of opinion that the number of superior appointments can be reduced without disadvantage to the State. Some of the establishments seem to be top-heavy. A Retrenchment Committee is a necessity and should consist of a few official and of non-official members. The Financial Secretary may be the President and one or two members may be elected from the Representative Assembly. The Committee should have on its list a member from each department of the State in addition to the President and the non-official members. As we are just entering upon large expenditure in every direction, I believe we shall be well advised in bringing such a Committee into existence at

once. Examining the percentages of establishments under the different departments we find that the lowest percentage under Stamps is 5·7 per cent and the highest under Registration is 48 per cent. The latter figure is very significant and I believe calls for special attention on the part of Government. The exact method in which this percentage has to be reduced will be a fit subject for the Retrenchment Committee. Next comes Forest with a percentage of nearly 35. Even the establishment for the collection of Land Revenue works out to only 19 per cent while that in the Excise has 6·47 per cent and the D. P. W., the greatest spending department has 27 per cent. I believe we have to find out some means of reducing the high percentage of establishments in the Forest and the D. P. W. These will have to be included in the programme of the Retrenchment Committee.

In almost every department I see that the establishment has been revised and increased very considerably. While admitting the necessity for this, I cannot help thinking that it may be possible to reduce the number of superior officers, and increasing their responsibility.

Next to Land Revenue the greatest receipts to the State Revenues are from the Excise department. This revenue has risen to 55 lakhs. The percentage of establishment is however only 6·47. It is satisfactory that the revenue of this department has not shown any abnormal increase during the past two years.

Coming now to the details of the several sub-heads of expenditure and receipts, I find that under Forests the estimated revenue is three lakhs less than what was provided in the revised estimate for 1915-16. From the increased price of timber and sandalwood, one would be disposed to conclude that the revenue receipts under these sub-heads should be more rather than less. The reasons for this are not shown. In this department again 20½ lakhs of rupees are shown as the cost of timber and other forest produce removed by Government agency. Government agency in any business is usually costly and it is a matter worthy of consideration, if the same thing cannot be done by private agencies. This would largely help to reduce the establishment maintained for this purpose by Government.

Under receipts Rs. 1,50,000 is provided as surplus revenue from the Bangalore Assigned Tract against Rs. 8,00,000 provided in the estimate for 1915-16 and Rs. 9,22,940 shown in the accounts for 1914-15. The reason for this reduction of nearly 7 lakhs has not been stated.

We have been embarking on large expenditures in every direction and have provided in this year's budget a sum of Rs. 2,15,000 which it may be necessary for us to borrow. It seems desirable to put a stop to the practice of lending money to outsiders. The monies already lent may be collected as soon as possible and utilised within the province for productive purposes.

Under the sub-head of interests it is seen that Rs. 2,15,000 has been provided on the expenditure side for 1916-17. The same figure was provided in the Budget Estimate for 1915-16. The object for this provision is not stated.

In the case of loans by Government for the improvement of land, the interest is found to vary from 3 to 5 per cent. It seems desirable that the rate of interest might be made uniform and as low as possible as the Government will be a gainer by the improvements so effected. A reduced rate will be an encouragement to raiyats more freely to borrow money to improve their lands.

Under railways the capital outlay seems to be as follows:—

	Rs.
Mysore-Arsikere line	nearly 71 lakhs
Tramways	8 lakhs
Kolar District Railways	8 lakhs
Bangalore-Chikballapur Railways	44 lakhs

The total expenditure is thus nearly a crore. The receipts after defraying the working expenses are stated to be Rs. 30,000 against Rs. 71 lakhs in the Mysore-Arsikere line which is less than half a per cent on the capital; Rs. 1,000 in the Tramway against a capital of eight lakhs or one-eighth per cent; Rs. 4,000 in the Kolar District Railways or half per cent and Rs. 4,000 in the Bangalore-Chikballapur Railways or nearly one per cent.

The guaranteed interest payable to Bangalore-Chikballapur Railway alone is about 20,000 or Rs. 16,000 more than the receipts. In the case of these Tram-

ways and Railways it is important to know how far the expectations formed have been realised or are likely to be realised before embarking on new enterprises. No doubt they open up the country but at the same time they consume a lot of money which should be spent only on assured returns of decent interest on the capital at least in a reasonable time.

Under agriculture I find that the income from the Kunigal Stud Farm is Rs. 17,700 as against an expenditure of Rs. 56,871 per annum and thus there is a yearly loss of nearly Rs. 40,000. How long has this Farm existed and what is the necessity to keep it up at such a great loss to the State? I should like to know our total loss from this concern from the outset till now.

In Hebbal Farm a lumpsum of Rs. 5,000 is provided for expenditure, after providing another sum of Rs. 5,000 for additional establishment. It is desirable that the necessity for this is explained in clearer detail.

We have a provision for an expenditure of Rs. 7,500 on demonstrations of improved methods of agriculture. Details of exact programmes of such demonstrations would be very useful. A sum of Rs. 7,000 is provided for Dairy and Breeding Stations as against Rs. 4,600 in the revised estimate for 1915-16. These farms should be made self-supporting and attempts should be made to hand them over to private agencies as soon as they begin to be so. Of district farms, the Chitaldrug farm comes in for an expenditure of Rs. 32,340. Is this farm in any fair way to become self-supporting? I do not look for an immediate return on our outlay in the shape of money. I should be content if greater knowledge of improved methods is spread among the people.

In previous years there has been a deduction of an amount varying between 2½ to 3 lakhs from the total expenditure under agriculture as "amounts classified under other heads." This has been omitted this year. What are the other heads and why were they omitted this year?

In Hessarghatta and Nadamavinpur Experimental Farms, the income is estimated to be Rs. 26,000 and this income is included under Army Estimates. This requires explanation.

There is a provision of Rs. 8,000 for establishment for sinking irrigation wells. How many wells have been sunk and where, and what is the area brought under cultivation?

A capital of nearly Rs. 40,000 seems to have been laid out on sugar-cane mills. The return is estimated at about Rs. 300. The return is a very poor one. It requires explanation.

In jail manufactures I find that the income is Rs. 15,600 against an outlay of Rs. 23,400, on the purchase of raw materials and tools, etc. One would expect that the income should at least be equal to the expenditure. This likewise requires explanation.

The weaving factory is said to be working at a loss. The receipts are said to be Rs. 27,500 against the charges amounting to Rs. 46,300. The reasons have to be more clearly stated.

In the Industries and Commerce section the cost of direction is 1.09 lakhs. I should like to know what solid return to the State has been secured by this expenditure.

Under the head Police a sum of Rs. 3,000 for grain compensation in excess of the provision of the two previous years, has been provided for in the case of the Railway Police. The reasons for this special provision should have been stated.

Under the sub-head Imperial Service Regiment we have a provision for an expenditure of Rs. 2,16,600 more than the revised estimate for 1915-16 and more than the actual amount during 1914-15. The reasons for and the distribution of this extra amount among the detailed heads of expenditure should have been clearly stated. There is a provision for Rs. 4,500 as good conduct pay to non-commissioned officers and men. This seems to be a new item. The necessity for this should have been stated.

Under the sub-head Stationery and Printing, there is a provision of Rs. 2,000 for 2 Sub-Assistant Superintendents and for an expenditure of Rs. 37,000 more on

stationery depot than in the revised estimate for 1915-16 or for an expenditure of nearly Rs. 68,000 more than for 1914-15. The reason for this excess should have been stated.

Under the Geological Department there is a provision of Rs. 3,000 yearly for five years from 1914-15 for the preparation of Geological maps. It would be interesting to know what progress has been made in the preparation of these maps.

Under Industrial Schools, the Chamarajendra Technical Institute, the Commercial School in Bangalore and the Mechanical Engineering School, Bangalore, cost one lakh of rupees and the Channapatna Industrial School costs Rs. 14,000. But the District Industrial Schools all told are given only Rs. 22,480 and other Industrial Schools Rs. 14,676. We should provide more liberally for the District and Taluk Industrial Schools.

The Engineering School, Mysore should, I think, be gradually converted into a College. The classes for overseers should be started as early as possible.

In the establishment for revenue offices there is a provision of a lumpsum amount of Rs. 8,000 for revision of the establishment of the Revenue Commissioner's office and of Rs. 24,000 for the District Administrations. The reasons showing briefly the necessity and details for all lumpsum allotments should be stated.

I come now to the Public Works Department, the greatest spending department of the State. The percentage of establishment to expenditure is 27. This, I think, is very high. Some part of this high figure may be due to the revision of the scale of pay of Engineer Officers. I do not however see why we should rest content with merely increasing the salaries without increasing the duties of these officers. We should bring the scale of pay of our Engineers into line with that of the British Provincial Service. What is the average expenditure and the extent of the range of an Executive or an Assistant Engineer in the British Provinces? What of the Superintending Engineer? Have we distributed our works in the same way. If not why should we not do so? We have got an irrigation division with an establishment which seems to cost 40 per cent of the expenditure on major works and 32 per cent on minor works. Are such large expenditures on establishment necessary?

Again out of a total grant of nearly 8 lakhs for establishment, the expenditure on direction alone is Rs. 1,23,000 leaving Rs. 6,76,000 for construction. Some years ago when we were spending nearly 40 lakhs of rupees a year we had one Chief Engineer with an Assistant Chief Engineer supervising the whole province. Then as a tentative measure two Superintending Engineers were added. These posts were again abolished and were again renewed. Then came in a Deputy Chief Engineer. Last year we had more Chief Engineers than Superintending Engineers. We have now a Deputy Chief Engineer and Under Secretary, an Assistant Secretary, one Special Assistant Engineer, another Assistant Engineer charged to the Cauvery Reservoir Works, etc.

We have all this with a decreased expenditure of from 25 to 30 lakhs. The number of Divisions and the charges of Executive, Superintending and Assistant Engineers should be brought into conformity with those obtaining in British India. The revision of the whole department should go before the Retrenchment Committee.

For the Cauvery Reservoir which is more or less a concentrated work, we see that the establishment is nearly 11 per cent of the outlay. What was the establishment under Mr. Dalal in Marikanve? Is it not possible to reduce the percentage of establishment?

I find that only 3.80 lakhs are provided to be spent on original works on major irrigation and Rs. 60,000 on minor works out of a total expenditure of nearly 81 lakhs. This seems to be a very poor provision, seeing that tanks play a most important part in the irrigation works of the State. We practically spend much less now on tank works than what our predecessors did. We should spend at least double the amounts set apart above, for the restoration and construction of our tanks both major and minor. These constitute the backbone of the prosperity of the State.

Some of the points that I have stated go to show the need there is for a Budget Committee consisting partly of officials and partly of non-official members. If this is done and if two or more members of this Council are associated with the official members to frame the budget, and if the Financial Adviser of the Government is made the President of this Committee, much of the work of this Council will be minimised. The budget will make the nearest approach to perfection. The careful consideration of the Government is solicited for this matter.

I beg in conclusion to inform you, Sir, that the prosperity of the country depends upon a proper regulation of our expenditure. Individuals as well as States who in regulating their expenditure try to live within means will have something against a rainy day and will be able to weather any storm that may accidentally overtake them. Those who live within means are proof against misfortunes. Those individuals and States that live up to their means can never be expected to be lucky. They may become the victims of misfortune some day or other. I would strongly advise the Government to make the State expenditure never to exceed on any account the income. If possible it is advisable to save something so that we may be able, without borrowing, to meet any unforeseen expenditure. I do not mean to say by this that the Government should not incur any productive expenditure. Even loans may be raised for such expenditure. A large public revenue is no direct criterion of the wealth of a State. If a Government habitually receives a revenue greatly in excess of its expenditure it is less a sign of growing wealth than of a badly adjusted financial system unless of course the surpluses are deliberately budgetted for with the object of reducing existing indebtedness. A Government has no business to be well-off, in the same sense in which individuals are described as well-off, when they regularly receive more than they are in the habit of spending. A good business man makes his income as large as he can. A good Government makes its revenue as small as it safely can. This is the opinion of no less an expert on taxation than Leonard Alston. What I hold is that in spending the ordinary income for ordinary expenditure we should set apart a portion for unforeseen extraordinary expenditure. This cannot be done unless we institute a Retrenchment Committee composed partly of official and partly of non-official element. I beg that you will kindly place this prayer of mine for the careful consideration of the enlightened Government of His Highness the Maharaja.

Mr. B. Narasinga Rao.—SIR, The learned Financial Secretary has thought fit to suggest to the non-official members of this Council the course they are to pursue in the discussion of the budget, apparently under the impression that the non-official members require being instructed how to carry on the budget discussion. He seems to have been influenced by the way in which budgets are being discussed by the non-official members in the British Indian Legislative Councils. But at the same time he does not seem to have taken into account the facilities afforded to those Honourable Members by dividing the discussion of the budgets into several stages and also the convenience afforded to them, for offering constructive suggestions by moving specific resolutions on the different major heads of the budget when they are introduced one by one. If the same course is adopted and similar privileges are conferred on this Council by the Government of His Highness the Maharaja, I have no hesitation in assuring the Financial Secretary that the discussion on the budget will be more interesting and to the point and that each member or set of members will take up particular head or heads in the budget and give practical suggestions. Now, as it is, all that we can do is to make general observations on the budget as we are given only one day in the year. So every member studies the budget as a whole and offers such observations as he considers necessary in the light of his experience. Though every member may take up every department for his discussion and arrive at the same conclusion as others have arrived at, still each member may discuss a particular head of expenditure from a different point of view supported by different sets of reasons. This was what was being done even in British India before the changes were effected by the rules published under the Councils Act, 1909.

Since the Government are satisfied with the way in which the non-official members have been exercising the privileges thus far conferred upon them, it is high time for the Government to bring our Legislative Council into line with the

British Indian Councils and empower us to move resolutions, so that the non-official members of this Council may become more useful to the Government and co-operate with them for the betterment of the country and bring about a better understanding between the Government and the people at large.

When the learned Financial Secretary presented his budget last year in this Council, he was pleased to show a surplus of only Rs. 32,000, which created some alarm in the minds of some of the members. The members of this Council at that time did not expect that the learned Financial Secretary would treat them to a happy surprise at the end of the year by converting practically a deficit budget into a prosperous one, showing a surplus of Rs. 29,59,000.

During the budget discussion of last year, one of our esteemed colleagues, who was a responsible member of Government and who carries with him the weight of his long experience, remarked, that the learned Financial Secretary had the happy knack of converting a deficit budget into a surplus budget if he pleased and that remark has turned out to be true. In the current year, we have again been treated to a similar kind of budget with a nominal surplus of Rs. 28,000 and the Financial Secretary has called the budget a practically balanced budget. He further, in the concluding portion of his speech, makes a sympathetic and consolatory observation that many a scheme dear to the heart of the administrator and the reformer had to be postponed for want of funds and many a departmental head with a scheme for the re-organisation of his department had to turn away from the gates of the treasury in disappointment. Taking into consideration the experience of the past, it is not unreasonable to premise that at the time of the preparation of the budget with a view to characterise it as a "cautiously prepared" one, it is usual to underestimate the income and overestimate the expenditure of every department. Provisions are made for certain departments quite in excess of their needs and beyond their capacities to work out the whole, which will only create an incentive in them to work out the allotment in a hurry without allowing it to lapse. Neither the administrator nor the reformer, nor the head of any department ought to feel discouraged at the gloomy picture artistically drawn by the Financial Secretary in pressing forward their reforms or schemes of organisation if they are really beneficial to the people at large.

The learned Financial Secretary has observed in his speech that one has to be cautious in framing the receipt side of the budget and also to exercise great restraint in the matter of expenditure. I venture to say that he has adhered to the first part of the principle enunciated by him and not to the second, as will be presently shown by reference to a few instances.

While discussing the budget last year, I have clearly shown that during a period of twelve years, commencing with 1902-03 and ending with the year 1913-14, the increase under all heads of revenue was at the rate of 2.29 per cent per annum, while the corresponding increase in expenditure was at the rate of 3.16 per cent per annum. Now, between the years 1914-15 and the current year, I find that land revenue collection charges which were at 18,23,000 in the year 1914-15 are estimated at 20,11,000 for the year 1916-17, while the increase in revenue under the same head is 3,68,000, showing an increase of 3.61 per cent. The expenditure during the same period has mounted up to 10.3 per cent. Is it not a disquieting feature of our finance to see that expenditure in reality has progressed at treble the pace of the growth of the revenue? If in consequence of the increase in revenue, increase in expenditure is considered necessary, it must bear only the same ratio at the worst.

The Revenue Commissioner's Office shows an increase in expenditure of 18.53 per cent in excess over that of 1914-15. Seeing that there is a separate Secretary for the Revenue Branch, I am doubtful of the utility of having a Revenue Commissioner with a large establishment.

Under the head General Administration, expenditure from 1914-15 to 1916-17 shows an increase of 13.64 per cent. Is this not high?

The expenditure of the office of our worthy Financial Secretary himself, shows a rise from 1,28,746 for 1914-15 to 1,56,400 for 1916-17, which works out an increase of 5.12 per cent besides Rs. 20,000 mentioned as "lump addition by F. D." in the detailed budget, page 70. We learn from the Notification in the Gazette that the Offices of Financial Secretary and Comptroller have been separated

and are now held by different officers. Does this mean any extra cost to Government? The public are in the dark as to the reasons which have led Government to effect these changes.

Efficiency Audit.

A provision of Rs. 25,000 is made for this department. From the details furnished, I see that there are two Gazetted Officers drawing a salary of Rs. 400 and 800, with an establishment costing Rs. 4,400. The public are unaware of the work turned out by this department which has been in existence for some years. The department which was inaugurated with a modest estimate of expenditure has been developing into one costing one-quarter of a lakh of rupees every year, and the public have yet to learn the utility of this department, and I regret to observe that the department has not shown any appreciable progress justifying its continuance at such a heavy cost, as far at least as the public are aware.

Last, but by no means the least, the establishment of the Public Works Department seems to have come in for a lion's share of the increased expenditure. Year after year the members of this Council have been praying for the incorporation in the General Budget the details of the establishment of the Public Works Department and of the works proposed to be sanctioned, with a view to subject the same to scrutiny by this Council. This request, simple as it is, has not been complied with. The members are, therefore, to leave this hall sharing the general impression entertained by the public that the great spending department is specially favoured by the Government, with a large establishment not commensurate with the work turned out by the department. The creation of new offices with an addition of allowances, sometimes almost equal to the pay, is really alarming and cannot be justified unless cogent reasons and proper explanations are placed before the public. While the increase of expenditure has been going on in the departments which are already overfed, other administrative improvements and reforms which are beneficial to the public, have not received their due share of attention.

I am disappointed to see that no provision has been made for the long longed for separation of judicial and executive functions. This reform, if carried, will create a landmark in the progress of civilization in our State. The evils of combination of the two functions are so patent and have been discussed threadbare by eminent men, both European and Indian, as not to require a detailed examination here. The executive officers are saddled with work of various departments and the combination of magisterial work along with them is incongruous. The combination has resulted in delay in the disposal of cases and sometimes the purity of justice has also been suffering. The principle of separation was accepted by our Government years ago, but it has not been given effect to on the ground of the alleged paucity of funds. In answer to my interpellation in this Council on the 28th April, 1916, the Government were pleased to state that the question of separation of judicial from executive functions was under the consideration of Government, and every one was hopeful that the dearly cherished reform would find a place in the budget. The Inspector-General of Police in his Administration Report of 1914-15, states that the Amildars as Heads of Police do not evince interest in the investigation of important cases, and the Government have expressed their regret for the apathy shown by the Amildars. This neglect on the part of the Amildars appears to me to be mostly due to their having been saddled with criminal cases in addition to other works of a varied character. The question of extra funds to give effect to the separation cannot bear a close examination. It is not impossible to work out a moderate and well-regulated scheme without entailing upon Government a very heavy cost. The extra cost may not go above one lakh of rupees a year, which sum may be considered negligible in view of the boon it will confer on the public. I therefore suggest that the Government will be pleased to set apart one lakh of rupees for this purpose by curtailing extra expenditure provided for other departments.

Police.

This is one of the most important branches of the administration requiring thorough reorganisation. Time has come for making educational and departmental

tests as essential qualifications for the appointment of Inspectors and Jamadars. The pay of these officers is too low to attract educated men to seek employment in the department and much less to remain there. These officers are entrusted with the responsible duties of prevention and investigation of crimes. The success of the case depends entirely upon the intelligence, earnestness and above all, integrity of the investigating officers. These officers are expected to maintain horses of standard size and they are given an allowance barely enough to cover the pay of a syce. How is it possible for them to make both ends meet and maintain the prestige of their position? As a result, their work is not satisfactory, investigations are incomplete and many crimes go undetected and unpunished. On looking into the latest Administration Report of the Police Department I find that the Inspector-General of Police has stated that there is a general complaint that "the right stamp of recruits is not forthcoming." "Considering the higher wages earned by an unskilled labourer, the pay given to the police and the arduous work extracted from them, it is no wonder that satisfactory recruits are hard to get." The pay of the constabulary is such as not to give them "a living wage" and it is difficult to expect right sort of persons to enter into the police service and much less to work with zeal. From the information furnished to me yesterday, I understand that the Inspector-General of Police has sent a scheme of reorganisation of the police force at an extra cost of Rs. 63,420. I find no provision made in the budget to give effect to this proposal. I therefore request that the Government will be pleased to allot this sum in the budget under discussion.

Registration.

It has been brought to the notice of Government on several occasions that the lot of Sub-Registrars, most of whom are educated persons, should be improved by giving them timely promotions by introducing at least a progressive scale of pay and the Government have not been pleased to take their case into consideration. There has been a net saving of rupees one lakh from this source of revenue. Fees for registering documents are not to be considered a source of revenue to Government. This department is created only for the purpose of giving to the public better security of title to their property and for the purpose of preventing as far as possible forgery and fraud. I therefore suggest that out of the savings of the department, provision may be made for increasing the pay of Sub-Registrars by introducing the time scale of promotions.

Chief Court.

While the scale of pay of Subordinate Courts was revised and promotions granted, the staff of the Chief Court, the highest Court in the land, have not yet received any consideration. I solicit that the proposal which, I hear, has been sent by the Chief Court for the reorganisation of the staff may be given effect to by providing the required sum in the budget.

Muzrai.

The Muzrai institutions over which the Government have been spending more than 3½ lakhs of rupees in cash besides the endowment of extensive lands to various institutions, are very much neglected. The wholesome reforms introduced by Mr. Sreenivasachari as Superintendent of the Muzrai department have been gradually disappearing and the institutions have fallen back to the old grooves. This deplorable result is entirely due to the want of supervision by the responsible officers. The Sub-Division Officers and Amildars feel that their powers in Muzrai matters are restricted and, in fact, nil, and that they have no power to grant a few days' leave to a Muzrai subordinate. Everything connected with the Muzrai department should have the approval of the Deputy Commissioners whose multifarious duties do not permit them to pay much attention to these institutions. Coming as I do from a district where there are many important Muzrai institutions spending large sums of money and having seen the working of these institutions I can confidently assert that the institutions have been going from bad to worse. Now there is a highly paid Superintendent whose time is almost spent in the office work and he hardly goes out to inspect the working of the institutions, to correct